BOSTON UNIVERSITY
SCHOOL OF SOCIAL WORK

A STUDY OF INTAKE AT THE NEW BEDFORD CHILD AND FAMILY SERVICE, MAY 1, 1947-APRIL 30, 1948

A Thesis

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PREFACE

Grateful acknowledgment is made to Miss Edna Carlson, Executive Secretary of the New Bedford Child and Family Service, for assistance in the preparation of the history and function of the agency.

CHAPTER I

THE PROBLEM OF THIS STUDY

Purpose of the Study

This thesis is a study of the New Bedford Child and Family Service during the fiscal year May 1, 1947, through April 30, 1948. It is undertaken to see more keenly the service that this agency renders as its public understands it. Who use the service of the agency and how these, persons and organizations, contemplate using it are integral parts of this study as is the place that this agency takes in the community life.

To focus this more precisely there are three questions posed: What requests are made of this agency? What is the place of this agency in relation to other social welfare agencies? What is the agency's relation to the community and to the people of New Bedford?

For answers to these questions the point of intake was chosen for the chief and most vital source of information. Here the agency meets other social agencies, the community and the client. The client, who may have come on his own initiative, through suggestions of friends or by direct referral of other agencies, sees the New Bedford Child and Family Service as the place to request a certain service. Other agencies and community interests see its function in this way also. The agency in itself has become

established over a long period to meet certain community needs.

Behind the client and the request he makes today, is the whole story of how the present day situation grew to be thus; this is very significant material also intimately related to the function of the agency in the fiscal year 1947-1948.

This year just past was chosen for study for several coinciding reasons. It was the year just completed in agency service, it was the second full year of service since the end of World War II, it was the third year of the New Bedford Child and Family Service as a merged service of New Bedford Children's Aid Society and the Family Welfare Society of New Bedford. For all of these reasons it was considered an especially fitting year to make such a study of this agency's service. The reason for the writer's choosing this agency as the subject of thesis study is that the writer was placed here during her last field work assignment during the summer of 1948.

Plan of the Study

To answer the three questions it is considered desirable to study the development of the New Bedford Child and Family Service and the growth of the community, its people and its welfare agencies, as they are important to the understanding of the present service, the clients, and the community. The second chapter is devoted to a description

of the pertinent events in the development of New Bedford and its present characteristics. The development of important social welfare agencies in New Bedford will be included. Chapter III will present some relevant data on the growth of the two agencies which merged to form the New Bedford Child and Family Service and some of the facts of the present organization and functioning of this agency.

The study of the data based on intake applications for the fiscal year 1947-1948 is in Chapter IV with the emphasis on the three questions originally posed to obtain the facts needed to forward the purpose of this study. The first question will be answered by a study of requests made of the agency. Questions two and three will be answered by a study of referral sources, other community contacts, and some comments on the client group. This chapter will present both the facts and some interpretation of their special interest and significance in this three-fold problem. The next section, Chapter V, is a sample study of intake requests. This sample is chosen at random to show the intake situation as related to the previous discussion and some of the needs of clients and services of the agency to the client and community beyond intake request. Chapter VI is a study of two agency services, financial assistance and placement of children, to show community interrelationships in social welfare, perhaps reveal some unmet needs of the

community. It will also reveal the services as a merged agency and how these serve the community.

The last chapter will summarize the findings of this study and also present some conclusions as to the success of this study in pursuing the purpose originally set and general conclusions drawn from the material presented in the thesis.

CHAPTER II

HISTORICAL BACKGROUND

This chapter is a study of the development of New Bedford as it pertains to an understanding of the present city and to the work the social agencies in New Bedford are now doing. New Bedford itself is studied in general terms as to its growth and its periods of prosperity and of readjustment. Also, it is important to know the people who make up the present inhabitants and how these new comers were received. When the social agencies were started, their purposes and their backing is important information also for this whole study.

New Bedford and Its People

The name Bedford was given to a small group of houses and shops on the west bank of the Acushnet River in 1765. Later it was called New Bedford when it was found that another village in the Massachusetts colony was called by that name.

Joseph Russell and Joseph Rotch and his three sons, who had moved from the whaling town of Nantucket, were successful in establishing themselves as whaling merchants and furthered the establishment of this as the chief industry of New Bedford for many years to come. Whalers of New Bedford traveled the oceans north and south and were known

in many foreign ports of the Pacific and Atlantic; they were usually absent several years and then returned with their whale products of oil and bone. These cruises were joint ventures of crew and company. Whaling brought riches, trade and worldwide fame to New Bedford and a rich background of adventure and travel over the seas.

Until the Civil War days whaling was the main industry of New Bedford. The Revolution and the War of 1812 both badly damaged whaling interests, but after each the people of New Bedford built even more boats for the next eras of peace and prosperity. In 1790 New Bedford had a population of about 700, in 1820 it was 3,947, in 1830 it doubled to 7,592. In 1838 there were 170 vessels engaged in whale fishing itself and 4,000 people so employed.[1] Again the populations doubled and in 1847 it was 16,000.[2] At the peak of whaling in 1858 there were 324 whale boats, and New Bedford was very prosperous.[3]

New Bedford received its name in 1765. In 1847 it was incorporated as a city having been made a town in 1787.

During the 1840's the first cotton mills were started. It was a slow start because whaling was still the chief and

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1 Daniel Ricketson, The History of New Bedford, pp. 372-373.

2 William M. Emery, An Historical Sketch, p. 5.

3 Daniel Ricketson, op. cit., p. 373.

certainly the profitable business. But as a result of the Civil War, the decline of the whaling interest due to disruption of shipping caused by the war, and the discovery of petroleum, the interest of the wealth and the population turned to mills, and in the 1880's many mills were started or further enlarged and the city ranked high as a manufacturing center in the country. Many other kinds of industries had plants here, cut glass, copper, shoes, artwork.

The population increased to 121,217 with 41,380 employed in the mills in 1920.[4] During the two world wars the mills were strained with work but the depression of the 1930's hit New Bedford hard. During the 1930's fishing gained prominence, and it is now a most important port in the value of its catch.

Early influences of Quakers were strongly felt in New Bedford and a meeting house of 1822 is still standing. Early in its history New Bedford, perhaps as a result of Quaker influence, accepted folk of other races and nations than their own. Immigration has brought a steady stream to New Bedford. Irish people came in the eighteenth century and later. Many of the islands and shores touched by the whalers were Portuguese dominated. These people came from Cape Verde and the Madeira Islands around the 1830's and those having a Negro strain are called Brava Portuguese. The Portuguese who

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4 William M. Emery, op. cit., p. 10.

migrated from the mainland and Azores later strive to maintain a distinction from the Bravas. Portuguese people as a whole group comprise the largest proportion of the city's population. New Bedford has the only Portuguese language daily in the country.[5]

In 1858 there were approximately 2-3,000 Negroes. Many of them were fugitives from the south, some had been freed in this vicinity, and lived freely in New Bedford attending public schools and experiencing little prejudice. One of them, Paul Cuffee, was a respected Negro citizen before and after 1800. He commanded vessels of his own, sometimes with crews of Negroes, to southern ports, West Indies, Russia England, and Africa as free men. He is buried in a Quaker burying ground.[6] There were strong anti-slavery sympathies among the people.

French Canadians had a church of their own by 1877 and Poles began to migrate in 1895. German and Russian Jews have come to New Bedford from 1850 on.

In the census of 1940, the total population of New Bedford was 110,341 with 105,927 white. Native born were 69.2 per cent with 26.8 per cent foreign born and 3.9 per cent Negro. Of the foreign born 21.9 per cent were of English birth, 14.0 per cent of Portuguese, 20.5 per cent Canadian

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5 Official Program and Souvenir Book, p. 172.

6 Daniel Ricketson, op. cit., pp. 252-262.

French, 18.6 per cent from the Azores, and 6.0 per cent from Poland.[7]

New Bedford then has these many nationality groups. Some of these have many loyalties and activities organized for themselves. Some areas of New Bedford are heavily populated with one nationality and others concentrated elsewhere. Many are connected with the mills and many of the people are with the fishing industries. Other important industries of today, aside from fishing with its fleet, filleting and packing houses and the cotton mills with their correlated factories, include factories for tools, industrial firms of copper and brass, electrical equipment, and rubber goods.

This then is New Bedford of today. Its people and its community interests have a background of change accompanied by an emergence of a new stability. It has much atmosphere and tradition of other times and other places to recall which contribute to its present characteristics, but it is busy with the present and the future.

The Social Agencies of New Bedford

The first mention of a charitable organization, aside from those directly connected with church activities or carried on by individuals, is the Fragment Society directed by ladies. They were interested in seeing that education was

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7 The Morning Mercury, March 19, 1942, p. 13.

provided for poor children and supplied clothes for them.[8] This was operating about 1812-1820, the writer judges, but was supplanted by later organizations.

In response to the needs of so many seamen in and out of this port the Port Society was formed for these men near 1833. The Ladies Port Society had fairs and other benefits to raise money to aid seamen's families. The Seamen's Bethel on Johnnycake Hill, an interdenominational church, was established in 1830, and such a building still is used for seamen's services today.

The Orphans Home was being organized by a few ladies in the early 1840's with some money bequeathed to them and a home was established. The Orphans Home was incorporated in 1847, the same year New Bedford was chartered as a city. Its later development will be a part of the next chapter.

One organization, although it left no successor, was the Women's Reform and Relief Association organized in 1845 with a home "for all the suffering and unfortunate class of women who are driven to the streets."[9] It also took in some strangers in New Bedford seeking employment.

It was not until 1911 that a Y.W.C.A. was organized.

In 1866 the Association for Relief of Aged Women was organized "to furnish assistance and relief to respectable

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8 Daniel Ricketson, op. cit., p. 322-323.

9 Leonard Bolles Ellis, History of New Bedford and Its Vicinity, pp. 603-604.

aged American Women of New Bedford."[10] Several thousands were distributed annually by this organization which still has funds for use today.

The Y.M.C.A. was established first in 1851, one of the first in the country, but was not here permanently until 1867. Since that time it has continued its community work.

The Union for Good Works whose purpose was "to do good and grow better"[11] was organized in 1870. A wealthy resident left a large sum whose income is still being used. The building is centrally located and now being used by the Boys Club.

St. Luke's Hospital was organized by a women's board of management in 1884 although there was no clinic until 1919.

The Charity Organization Society came into existence in 1893 during a depression and strike in the mills. There was great financial need and this group was interested in how this financial relief was given. More of this organization for the next fifty years will be discussed in the following chapter.

A Home for the Aged was established in 1902, and in 1917 there are some other organizations existing which in 1948 are still active: The Instructive Nursing Association

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10 Ibid, p. 603.

11 Ibid, p. 602.

(now the Visiting Nurses Association), The New Bedford Day Nursery, City Mission (a settlement house in the south end of New Bedford), the S.P.C.C., American Red Cross, North End Guild (a recreational center), Salvation Army, Boy Scouts, Girl Scouts, Council of Jewish Women, Hebrew Ladies Helping Hand Society. The Catholic Welfare Bureau, Volunteers of America, Legal Aid Society, the public welfare boards should now be added.

These are organizations which have been established and are considered among the most familiar to the townspeople. Many of these were started for the people and backed by the wealth of New Bedford. There are now many funds still being administered through groups to people considered especially in need.

The Community Chest includes seventeen social welfare organizations, and these are: The Child and Family Service, Visiting Nurses Association of New Bedford and Fairhaven, the S.P.C.C., Girl and Boy Scouts, the City Mission, North End Guild, Boys Club, Y.M.C.A., Y.W.C.A., Men's Mission, West End Day Nursery, the New Bedford Day Nursery, Union for Good Works, St. Luke's Social Service, and the Legal Aid Society. The Community Chest has been active since 1920. Within the last year or two a new effort for coordination of social welfare agencies in New Bedford, a Council of Social Agencies, has been stimulated with much support from the New Bedford Child and Family Service. The social agencies are now geared as a

group to serve Greater New Bedford which includes the towns of Dartmouth, Fairhaven, Acushnet, and New Bedford.

Many of the names of first settlers and business people in New Bedford are still prominent leading names of New Bedford. For instance the Rodman family was an outstanding family interested in community living early in its history, and a member of the family was a promoter of the first cotton mills in 1846. This family built several large mansions and one of these is now made over into a building housing several social agencies and is familiarly known as "Rodman House" very appropriately.

New Bedford has been interested in its people and their welfare as a recognized and generalized concern for over a century. Some of the early organizations were established to meet current needs and trends of social thinking of the day and have since vanished. Some of the organizations have changed with changing needs and thinking and are still functioning today. New organizations have been created to meet current social demands, local and general, and now these are working together for the interest of New Bedford and in tune with some of the larger countrywide trends of community organizations and social work thought.

CHAPTER III

THE NEW BEDFORD CHILD AND FAMILY SERVICE

Two of the social agencies of New Bedford are the main concerns of this chapter. These are the former Children's Aid (first established as the Orphans Home in 1842) and the Family Welfare Society of New Bedford (organized in 1893 as the Charity Organization Society). Each of these will be discussed briefly for significant points in their development. Then follows a brief summary of the present purposes and function of the New Bedford Child and Family Service into which these two agencies merged in 1945. For brevity hereafter, the New Bedford Child and Family Service will be called the Child and Family Service in the remainder of this thesis.

The Orphans Home and Children's Aid Society

The Orphans Home was established in 1842 with a rented house and hired matron and four children "for the purpose of relieving, educating, and improving the condition of destitute children."[1] In 1847 at incorporation the Board of Managers was empowered "to receive into the 'Home' such orphan and destitute children as they may judge suitable objects of charity, to enjoy the benefits of the institution . . . and also to bind out as Apprentices in suitable stations,

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1 An Act to Incorporate the New Bedford Orphans Home, March 3, 1843.

any child or children that may have been received and supported by said Institution."[2] With several changes of homes, organization of teaching service, enlargement of their service, changes in rules and policies concerning indenture and adoption and the running of the Home, the Home continued until 1909.

Then the policy after much thought and consideration was entirely changed to a placing-out agency and the Orphans Home entirely abandoned. The name was changed to the New Bedford Children's Aid Society in 1909, and its object

> to care for destitute, neglected and wayward children of either sex and of any race or creed providing them so far as possible with due supervision in carefully selected homes. It cares for children from birth to 21 years.[3]

This made a vast difference in their ways of working and in the kind of work done to follow their belief that a well-functioning home was the best place for children to grow. There were thirty-three children in the home at the time of the change and the number who could be cared for under the new policy of placing out was much larger increasing to 178 as reported in 1919. In 1919 their new policy was reviewed after nine years of operation, and they believed that the children were much happier in these selected homes, did

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2 An Act in addition to an Act to Incorporate the "New Bedford Orphans Home", March 20, 1847.

3 Celeste P. Thornton, Annual Report of the Children's Aid Society, 1927.

better in school, that more types of children could be so cared for than in one central home and thus benefit by foster home care. Too it was considered as more desirable by the real parents.[4] This method of caring for children has been the care provided since by the Society.

Money has been left to this Society for its work with children. They were enabled to take over much of the medical care for children before St. Luke's clinic was functioning in 1919. A few years later they emphasized casework service and help for unmarried mothers in planning for themselves and their children. In every year of their work they have furthered their ability to care for children in substitute homes. They have also been cooperative with other agencies interested in children.

The Charity Organization Society and the Family Welfare Society

The Charity Organization Society was incorporated in 1897 although organized in 1893. This was at a time of great financial need. However, this Society had very little in funds of its own to render financial aid, and was aware of the social and other needs of individuals. Funds established by people in the community were often contacted through this organization on specific cases in which financial need was evident. One of the chief concerns of the Society was how

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4 Alice Fiske, Annual Report of the New Bedford Children's Aid Society, 1919, pp. 7-13.

financial help could be given to encourage self-reliance. The corps of friendly visitors on whom much of the investigating of cases and the human side of help given was dependent was a most important part of this whole organization's function.[5]

In their attempts to help individuals in New Bedford, the Society had always been aware of the importance of other agencies and their functions in serving the people as well as the realization of the importance of community backing and interest in producing any lasting betterment of the situation in New Bedford. This organization has always tried to work closely with other community organizations who were also interested in the family and service to them. So in these two ways the Society has striven to serve New Bedford.

In October 1915, a new constitution was adopted for reorganization and broadening of activities. The objects of the Society were definitely stated in eight parts and to quote brief phrases they emphasized their duties to be "a center of intercommunication. . . to investigate thoroughly all cases of need . . . to provide visitors . . . to obtain from the proper charities adequate relief . . . to procure work for persons . . . to discourage begging and expose imposters . . . to carefully work out plans for helping families to help themselves . . . to promote the general

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5 May L. Shepard, Annual Report of the Charity Organization, 1898-1899, pp. 8-10.

welfare."[6]

More funds were solicited to carry out this program. The Social Service Exchange was gradually established as an independent office although for years it had been carried on as a confidential exchange within the Society. Interest in a clinic was stimulated, the first council of social agencies was formed, and the "Charity" Chest organized against heavy opposition. The name of the Society was changed to Family Welfare Society in 1919.

During its history this Society has further helped to organize many services to meet long and short term needs; Pure Milk Department, Medical Aid Committee, Dietetic Committee, housekeeper service, Legal Aid Committee, Home Savings Department, Committee on Housing, Alcoholic Education Committee, and Travelers Aid Service. Some of these needs were temporary, and long term ones have been appropriately dealt with in establishing the present Legal Aid, St. Luke's Clinic, and some other services were taken over by other organizations.

The Child and Family Service

Both of the above agencies have been extremely active in their existence in New Bedford. They were both started to meet some current and important community need and have been

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6 New Bedford Charity Organization Society, Annual Report 1916, p. 3.

able and desirous of changing to meet different and developing needs. Their policies were set forth in general terms which lent themselves to changes of interpretation necessary as trends moved along. Their policies and objects have been radically changed when necessary. Their staffs had a few paid personnel at first but these without specific training, there was little to be had. There were many volunteers used. The people behind these organizations in the community and on the boards have been very instrumental in guiding these two services in meeting community needs and to their places of prominence and good standing of today. Their jobs have been big, the time thought and energy of both the staff and interested community people has resulted in the present merged agency of family service. At the Child and Family Service any person in greater New Bedford may come in need of help and find it in some measure.

In 1937 there was some thought and study of merging the two agencies influenced by thinking from the Community Chest. This precipitated closer integration of these two agencies to prevent duplication of effort and to encourage cooperation between them.

However, it was not until 1944 that beginning steps were actually taken. Some of the process was carefully considered and expert advice sought, but there were too some hasty decisions making difficulties in effecting the merger. Both boards agreed to resign in 1945. There were seven

members of each old board, excluding the former chairmen, re-elected to the joint board to serve as Directors on a rotating basis of the joined agencies which it was until the spring of 1948.

The administration of both agencies was unified with one executive, the executive of the Children's Aid having resigned previously. A central intake was established by July 1945. Old records as called upon have been consolidated into a single record if previously handled by both agencies. In June 1948 the Family Welfare Society was dissolved with its funds turned over to the Children's Aid which then took on a broadened purpose and the name of the New Bedford Child and Family Service. The former services of both closely related agencies are now available to everyone applying.

A merger in this instance or in any instance where it is considered is dependent on the specific situation. The process of merger is a community organization problem with its need for study, research, timing and maintenance of good will. The wisdom of a merger should be considered in the light of whether it fills a community need and whether it offers better service to the client.

The merging of these two agencies in New Bedford is in tune with widespread thinking on casework skills and services.[7] There have been studies and more informal discussions

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7 Gordon Hamilton, The Theory and Practice of Social Case Work, pp. 24-28, 289-290.

about the relationship between the family and the children's fields. Some of the theoretical basis for this present controversy may be clarified by studying a report of the Family Welfare Association of America in which these relationships were examined. Why these two services so generally were initiated separately and now are considered for merger in many communities is seen as a

> conflict between an increasing knowledge of human dynamics and traditional patterns. Traditionally, the children's agency had its eye on the child, the family agency on the adult. Each found his viewpoint too circumscribed and replaced it with the concept of the whole family . . . Thus, the traditional distinctions in emphases tend to become less clear in the light of the similarity in case work services actually rendered.[8]

Forty-eight member agencies in which child placement was a function of the family agency reported that "The major trend among the agencies studied is to integrate family case work and child-placement service in an undifferentiated case work program and organizational setting."[9]

A statement in another article which defines this undifferentiated program in a different way adds to its meaning by acknowledging that different services have developed specific skills by saying "where case work is offered by a worker with particular training in relation to a definite

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8 Jean L. Gregory and Ralph Ormsby, Report of the Committee on Family and Children's Work, p. 8.

9 Ibid, p. 10.

problem it becomes specific."[10] Further, "there are multiple service agencies with the workers carrying undifferentiated case loads so that one worker may actually utilize both in diagnosis and treatment, knowledge and skills from various specialties."[11]

The New Bedford Child and Family Service is an example of merger of these two services. In line with the present discussion the program is an undifferentiated one with six trained caseworkers carrying the caseload. Specialized consultants for children's work are a clinical psychologist and a pediatrician. The agency's executive has responsibility of administration and supervision of the casework. The clerical staff members are experienced in their jobs. It is affiliated with Boston University for student placement. The agency itself is located near the center of New Bedford and occupies the first floor of one of the former mansions of New Bedford "Rodman House." Other agencies occupy the rest of the House. The Child and Family Service is a member of several national associations and of the Community Chest of New Bedford.

Although their emphases have properly been different, both agencies basically believed that the home was all impor-

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10 Herschel Alt, Report of the Committee on the Relation of Family and Child Welfare Agencies. p. 4.

11 Ibid, p. 12.

tant to the children in it. The generalized initial policy of the Child and Family Service, the only one formally stated as yet, has "directed its help to strengthening family life so that children may have protection in the unity and security of their own family group."[12] Now the children, the family problems, or whatever the need of the whole family or individual may be can be dealt with more simply and more effectively.

> The service that the agencies have to offer, is case work--a warm human service to men and women caught in crises inseparable from the common experiences of living; marriage, birth, death, bringing up children, earning a living, and growing old.[13]

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12 Edna M. Carlson, Annual Report of the Child and Family Service 1947-1948

13 Edna M. Carlson, Annual Report of the Children's Aid and Family Welfare Society 1946.

CHAPTER IV

ANALYSIS OF INTAKE

The Collection of Data

The main source of the data for this chapter was collected from the intake application slips of May 1, 1947, through April 30, 1948. On this slip the initial request of the client is placed with identifying information including whether he comes of his own initiative or at the referral of some specific agency or person. Since eligibility at the Child and Family Service has no boundary except that the person wishes help, there seems no logical distinction between application and intake, and, in fact, every contact of the agency lends more to this study so every application is herein reported. This includes all applications which later may be in the category of "No case made." Of the 573 applications only 33 in 1947-1948 were "No case made" cases.

The intake procedure at the Child and Family Service is reported here to give the reader an understanding of it as it relates to this study. The experienced receptionist with attention to the client's own statement records the general type of problem as expressed by the client; financial assistance, family planning, marital difficulty, troubles between children and adults, placement of children, and others; and this supplemented by details which the client presents which individualize the requests. At times the client's statement

is fairly fully expressed to the receptionist, at times only very brief information, the general type of problem, may be presented to her so that the information on the application slip varies. There has been no attempt to study in the development of the cases the differences or similarities in situations where the client speaks of family planning or financial assistance. The client's statement of his problem holds for this study since it is important to know how the client considers this agency and for what he does ask. His own statement of a problem means much in his interpretation of the help he hopes to secure at the Child and Family Service.

The classifications reached for service requests were those which seemed to follow from the application slips and to relate to an agency which gives service to the whole family with certain generalized classifications in common usage. It was kept in mind to separate if possible those requests which seemed to emphasize a desire for help with concrete services, such as, financial assistance, for planning around specific problems as illness, Travelers Aid service, and those around problems of personal relationships.

The information off the application slips was first tabulated in the broad inclusive classifications by the month. Thereafter the classifications of requests and referral sources in each classification were tallied by the month in much more detail. Then the year's totals were reached. Each application slip was checked and then tallied as a new or a reopened case.

The data collected are presented in several tables throughout this chapter. It should be remembered that all of it is focused on the point of intake application.

The Service Requested of the Agency

In this section the service requests made during the fiscal year 1947-1948 will be discussed. The intake requests are surely an indication of how the agency is thought to serve its community. The overall policy of the agency is that it may help troubled people to some degree in any situation, but this help is given with a temporary focus to start the helping process. This temporary focus or initial intake request is what this section will consider.

When do the people of greater New Bedford turn to the Child and Family Service for help? When is it that other agencies and community organizations suggest this agency to people who have turned to them? That each of the 573 applications tells its own story of what the client wants and believes he can secure here, this is true, but the classification has been set up keeping in mind that there are certain terms in common usage in the agency and carried over into the community and that it is commonly understood that people ask for help much more easily around some concrete service.

These two tables include much data on the 573 applications. All of this data will be discussed within each classification and is a part of the whole picture of each classification.

TABLE I

REQUESTS MADE AT INTAKE APPLICATION AS NEW AND REOPENED CASES, CHILD AND FAMILY SERVICE, 1947-1948.

Service Requests		New Cases	Reopened Cases	Total of Caseload
For help with personal interrelationships	Total	90	55	145
In marriage				
Marital difficulty		7	3	
Alcoholic partner		2	2	
Locating partner		2	1	
Inadequate support		2	1	
Between children and adults				
Planning for children		17	22	
Overt behavior problems		11	15	
Concerning unmarried mothers		20	5	
Concerning family planning		15	3	
Concerning other family members		7	3	
Of adjustment to community		7	-	
For financial assistance	Total	52	39	91
Financial assistance		47	28	
Clothing requests		5	11	
To Board children	Total	65	20	85
To place children	Total	44	34	78
Because mother works		11	6	
Because mother ill		4	1	
Due to marital separation		4	1	
To work for board		1	2	
Due to inadequate housing		3	1	
For camp		-	3	
No reason given		21	20	

TABLE I (Continued)

Service Requests		New Cases	Reopened Cases	Total of Caseload
For planning about	Total	40	29	69
Financial problems		13	8	
Housing and eviction		11	5	
Illness and convalescence		15	13	
Unemployment		1	3	
To adopt children	Total	41	2	43
For Travelers Aid Service	Total	26	7	33
Local service		8	1	
Out of town requests		18	6	
For summaries	Total	2	22	24
To place for adoption	Total	4	1	5
Grand Total		364	209	573

TABLE II

REQUESTS MADE AT INTAKE IN PER CENT, CHILD AND FAMILY SERVICE, 1947-1948.

Service Requests	Per Cent of Caseload
For help with personal interrelationships	25.3
For financial assistance	15.9
To board children	14.8
To place children	13.6
For planning about specific help	12.0
To adopt children	7.4
For Travelers Aid service	5.8
For summaries	4.4
To place for adoption	0.9
Total	100.1

At intake 25.3 per cent requests were by people concerned about their relationships with others and so spoke of it. That this high percentage of people so expressed their desire for help is significant in several ways. They themselves saw their need centering around a relationship with another or others, and this expressed need has been recorded in as much detail as seemed of any significance or interest. Some mention should be made of the freedom with which these people do express their troubles. Certainly the past interpretation of the agency to the community of its service as well as the emotional problems which might arise in New Bedford with its mixed population might well be con-

sidered as partially responsible. Family relationships are so personal and may go so deep that it is accepted as the hardest kind of help to request. And yet here people reveal that in their marriages, in their relationships with their children, in other relationships, they need help and so speak of it hoping that they will find a way to live more happily with those near them.

Altogether there were twenty requests for help in some marital friction for several causes. There were twice as many new cases requesting this aid as reopened cases. In the cases requesting help between children and adults there seemed to be the two divisions of requests although beyond the intake application these cases may easily coincide. Among the problems included under "overt behavior problems" are runaways, mention of definite friction and behavior problems at home and at school, truancy, emotional upsets of children, and the other more generalized problems expressed concern for the care of children, planning in cases of separated parents, and many applications stated only the main type of problem with which they wished help. The greatest number of expressed difficulties in new cases were between children and adults as was true also of the reopened cases. The majority of the cases concerning plans with unmarried mothers were new, and it must be recognized here that doubtless other cases came to the agency for help with such planning but expressed their need in some other way.

The people requesting help with family planning went

no farther in interpreting their requests. Difficulties with other family members concern other relations than the immediate family but for whom some responsibility was felt. Under community adjustment were included some individuals as well as some help to those newly arrived in this country. The more specific need for community adjustment in the few others was not mentioned.

Ninety of the 145 cases were entirely new to the agency and the majority of these about difficulties between the two generations.

Requests for financial assistance totaled 15.9 per cent of the intake requests. There were more requests by new clients than by old although the old ones requested more in the way of clothing which might be explained by their knowledge that the agency usually did have a supply of used clothing. That there were only ninety-one cases of direct requests for financial aid shows that the community thinks of this agency as a place for financial aid but certainly it is not its chief function as the client and the community sees it. The Child and Family Service may recommend cases for financial assistance to four fund committees. Two of these committees still control invested funds of some of the old families of New Bedford, and the other two are the Neediest Families Fund raised for specific cases and funds of the Union for Good Works. These committees wish to have their funds administered in the same way in which funds of the Child and Family Service

are given in financial assistance, so this arrangement has existed for some time. In making the initial monthly count these requests ranged higher in winter months. Other resources for financial aid must be known to the community.

There were many more applications to board children as new cases than as old. That in all eighty-five about twenty-five of these were in response to advertisements in the local paper and twenty-two of these were new applications is an important fact to be mentioned here since the only identification is the box number. The other sixty applications were made because of knowledge of agency service. That there were more new than reopened cases therein is explained in that many of the old foster homes would be in use and would know they were on call although some which had been rejected or had withdrawn might reapply. About forty new applications came in spontaneously according to the records which shows a community response to serving others in the community through this agency.

The requests for placement of children and for boarding children were about equal. The reason for the placement of children when given was in some detail so that to begin with there was some knowledge of the reason the client thought placement necessary. There were a few more new requests than old but in both the main stated reason was so that the mother might work which indicated they usually wanted day care. Working mothers in New Bedford are numerous. Some requests stated that they desired immediate placement and this both indicates

some urgency and tension behind this situation and too that placing children may seem to them a solution to other difficulties without realizing the need for care in placing children. Many times placement may be thought of by parents as a way of providing the children with care by money payments which they cannot themselves provide emotionally especially under extra stress. The care with which foster homes are actually selected must to some clients seem very detailed and prolonged. The majority of requests for both new and reopened cases were made with no further reason given initially.

Planning about some specific situations was requested in 12.0 per cent of the applications. These applications seemed to emphasize a need of concrete services, such as, knowledge of community resources. Either they needed to plan ahead to avoid trouble or some events such as illness might have completely upset their accustomed ways and they needed help in thinking through a situation new to them. There were comparatively a few more requests for such service by new clients than old and old clients came back for the most part under stress of illness; new clients had need for help with the several different kinds of planning. Planning because of unemployment is a very minor request in 1947-1948.

There were many requests to adopt children by families both around New Bedford and from other communities. There were only two reapplications. These couples who wish to adopt children come because they are unable to have children of their

own and because they wish to secure then through an agency, recognizing the safeguards for themselves and for the child with the agency's complete knowledge of the situation. This agency has become well-known for doing good adoption work.

Travelers Aid service was requested for many persons but this was mostly through out-of-town agency requests and mostly for people who had not had previous contacts with this agency. The people in the community who came for aid in making such plans wer usually sent by the police.

Most of the applications for summaries were from institutions who were treating some member of the family.

There were few requests at intake for adoption of children, each one differently stated. This is a small number in comparison to the requests to adopt children; it is usually conceded that there are more adoption requests than children. It must be remembered, also, that children may be placed for adoption after initial agency contact, for instance, girls coming here for help with plans while illegimately pregnant.

Thus it is shown that the people of New Bedford turn to this agency for a wide variety of problems concerning both adults and children in line with the policy of the Child and Family Service. The largest number of their problems as they express them concern personal relationships with others. Granted that a true appraisal of the client's request has been made by the writer, the public sees the agency's chief function as help with emotional problems and personal relationships.

Financial assistance ranks next with 15.9 per cent of the total applications. The requests to board children (14.8 per cent) and to place children (13.6 per cent) rank just about evenly. People requesting help in making plans for their families around some specific situation rank next (12.0 per cent). Requests to adopt children (7.4 per cent) rank very much higher at intake than requests to place children for adoption (0.9 per cent). Travelers Aid service, although not a large service, included 5.8 per cent of the cases throughout the year, and summaries on people here in New Bedford is too an important service (4.4 per cent) though small.

Of the 573 application requests 364 (64 per cent) were cases new to the agency and 209 (36 per cent) were reopened cases and were classified under their request of this year. Approximately twice as many new people are turning to this agency for help as former clients, but clients familiar with the agency do turn back to it. The majority of requests (81 per cent) were for service to family and (19 per cent) to individuals.

Since it is true that emotional problems and concrete services intermingle extensively in any casework treatment, the classification used here can only be said to represent initially where the client considers his chief problem to be. But behind requests for specific service are emotional problems as well as the reverse being true. Many clients will go deeper into themselves and ask for help if they find an

understanding person with whom to talk.

All ages and kinds of service to the people of New Bedford are now requested at the one office as is the purpose of the Child and Family Service.

The Agency as Related to Other Social Welfare Agencies and the Community

The discussion in this section will center around the social welfare relationships in New Bedford and will pivot around those shown in this survey which concern the Child and Family Service. Thus some data should be obtained to answer the second and third questions originally posed.

The Child and Family Service is just one of many social welfare organizations in New Bedford. These organizations as previously presented have some responsibilities in common, have certain specific functions, and have some joint functions. The understanding that other agencies and community organizations as well as individuals have of this agency is an important part of the agency functioning. How much these other agents use it and for what purpose should reveal some indications of interagency relationships and also community thinking on the service rendered.

Presented first will be two tables of the different agencies, organizations and some specific individuals who referred the 49 per cent of the client in the fiscal year 1947-1948.

It is obvious from these tables that many social welfare

organizations and others know of and use the service of the Child and Family Service to serve the people of this community. Since the geographical location of New Bedford makes contacts with Rhode Island as common as with other parts of Massachusetts, it seemed logical to consider local use of the Child and Family service as including both those states.

The newspaper of New Bedford has the most numerous listings but it should be remembered that twenty-five responses were to advertising for foster homes, which these were for, has been a custom of the agency for some time so there must be some realization by those who respond that they may be applying to an agency. The other referrals from the newspaper include referrals from the staff who have turned inquiries over to the agency and two cases presented to them as in need during the Neediest Families Annual Appeal which is fostered by the Standard-Times in cooperation with the Child and Family Service This has been a long established custom.

Public offices and officers make much use of the agency in referring people who come to them with problems. Their realization of the service given by this agency and the need of people who come to them is well illustrated as is their readiness to ask help for people they are handling too.

There are many referrals from hospital and especially from the social service in St. Luke's clinic which is Community Chest supported and has definite functional interrelationship set up between them and the Child and Family Service. Referrals

TABLE III

SOURCES OF REFERRAL IN MASSACHUSETTS AND RHODE ISLAND TO THE CHILD AND FAMILY SERVICE, 1947-1948.

Source	Total of Caseload
Agencies and Organizations	
Standard-Times, New Bedford, Mass.	31[a]
Response to ads for foster homes	25
Staff members	4
Neediest Families Fund	2
Courts, Municipal Offices and Police	22
Probation Officer, New Bedford, Mass.	4
Third District Court, New Bedford, Mass.	2
City Hall, New Bedford, Mass.	1
Police Department, New Bedford, Mass.	14
Police Department, Dartmouth, Mass.	1
Hospitals	21
St. Luke's Hospital, New Bedford, Mass.	16
Massachusetts General Hospital, Boston, Mass.	2
Peter Bent Brigham Hospital, Boston, Mass.	1
Providence Lying-In Hospital, Providence, R.I.	1
State Hospital for Mental Disease, Howard, R. I.	1
Department of Public Welfare	19
Division of Child Guardianship	9
Boards of Public Welfare, Local	10
S.P.C.C., New Bedford, Mass.	19
New Bedford Chapter, American Red Cross	16
Visiting Nurse Association, New Bedford, Mass.	11
Public Schools, New Bedford, Mass.	6
West Concord Reformatory, West Concord, Mass.	6

a All underlined numerals in this table are totals which added together determine the grand total at the end of the table.

TABLE III (Continued)

Source	Total of Caseload
Catholic Organizations	6
Catholic Welfare Bureau, New Bedford, Mass.	3
Catholic Charities, Salem, Mass.	2
Catholic Charities, Brockton, Mass.	1
Veterans Administration	5
New Bedford, Mass.	4
Providence, R. I.	1
Salvation Army	5
Evangeline Booth Home, Boston, Mass.	2
Office, New Bedford, Mass.	3
Legal Aid, New Bedford, Mass.	4
Bureau of Public Health, New Bedford, Mass.	3
Florence Crittenden Home, Boston, Mass.	3
United States Employment Service, New Bedford, Mass.	3
Wrentham State School, Wrentham, Mass.	3
Reformatory for Women, Framingham, Mass.	3
Housing Authority, New Bedford, Mass.	3
Child Guidance Clinic, New Bedford, Mass.	3
Family Service Agency, Fall River, Mass.	2
Community Chest, New Bedford, Mass.	2
Lions Club, New Bedford, Mass.	2
Y.W.C.A., New Bedford, Mass.	2
Children's Friend Society, Boston, Mass.	2
New England Home for Little Wanderers, Pittsfield, Mass.	1
Neighborhood Workers Association, New Bedford, Mass.	1
Alcoholics Anonymous, New Bedford, Mass.	1
Volunteers of America, New Bedford, Mass.	1
Child Guidance Clinic, Hyannis, Mass.	1
State Farm, Bridgewater, Mass.	1
Rest and Convalescent Home, New Bedford, Mass.	1
Boston Community Council, Boston, Mass.	1

TABLE III (Continued)

Source	Total of Caseload
Individuals, New Bedford, Mass.	
Doctors	14
Ministers	6
Foster Parents, Child and Family Service	5
Lawyers	3
Board Members, Child and Family Service	2
Grand Total	240

from neighboring hospitals are there too concerning residents of New Bedford.

Between the Department of Public Welfare and the Child and Family Service there is activity both with the Division of Child Guardianship and the several local Boards of Public Welfare. That the local Boards referred ten cases infers some supplemental help either in case work or in temporary financial aid which might help these people. Those with the Division of Child Guardianship would concern care for children.

The cases referred by the S.P.C.C. are numerous and surely that the S.P.C.C. and the agency which has incorporated the former Children's Aid should work closely together is true. This close working together is enhanced by the fact that both agencies have offices in the same building so that case referrals are easily discussed.

The local Chapter of the American Red Cross has sent many people to the agency. Their policy of turning over civilian problems to civilian agencies should be remembered here although during the war years they handled many family problems.

The Visiting Nurse's Association, which is also in the same building with this agency, has turned over eleven cases for help. These may have been cases where health needs coincided with others.

The listing of the other agencies and organizations who have referred clients is of interest to show the scatter of knowledge of this agency as a resource throughout the area.

The individuals who have done most as referring sources are the doctors who have asked our help on patients who have come to them. Lawyers and ministers have made some use of this agency by referral also. Professional people in a community should certainly know and use the community social welfare resources for their clients since people go to them in trouble as well as to agencies.

The variety and the extent of referrals by public organizations, Community Chest members, other agencies, and individuals in Massachusetts and Rhode Island do show a large degree of widespread knowledge of the services rendered by this agency and the use that these referral sources believe should be made of the community supported agency. These referral sources are not limited to one kind of organizations,

they include public agencies, private agencies, federal, business, fraternal, religious groups and professional people. By these 240 clients were sent to the Child and Family Service. It is to be noted, however, that there are no referrals from Jewish groups although there are several in New Bedford.

Table IV is presented to show further the agency contacts. This shows referral contacts outside of Massachusetts and Rhode Island.

The Travelers Aid contacts are not listed separately but were countrywide in the execution of this service. The others are listed as a matter of interest to see the extent of contact which may be for any reason connected to the service of the Child and Family Service to the New Bedford people.

For what specific services do these agencies refer clients? A study of this was set up tabulating the principal referral sources under each classification of service listed in Table I. To see if there are any differences in referrals of new and reopened case, this was studied at the same time.

Each classification with its chief referral sources shows generally the number of self-applications in contrast to those by agencies. Self-applications are made by those clients who come of their own initiative or at the suggestion of some friend or individual not associated with a specific organization. The differences between these in new and reopened cases is also disclosed. This refers to Table V, page 44.

TABLE IV

SOURCES OF REFERRAL OUTSIDE MASSACHUSETTS AND RHODE ISLAND TO THE CHILD AND FAMILY SERVICE, 1947-1948.

Source	Cases Referred
Travelers Aid Society	29
Police Department, New York, N.Y.	2
Vermont Children's Aid Society, Burlington, Vt.	1
Child Protective Association, Washington, D.C.	1
Family Service Agency, Long Beach, California	1
Board of Child Welfare, Trenton, New Jersey	1
Church World Service, Inc., New York, N.Y.	1
Hospital Bureau, Canton, Ohio	1
Federal Reformatory, Chillicother, Ohio	1
Treasury Department, Washington, D.C.	1
Total	36

TABLE V

PRINCIPAL REFERRAL SOURCES AS RELATED TO NEW AND REOPENED CASES ACCORDING TO REQUEST CLASSIFICATION CHILD AND FAMILY SERVICE 1947-1948

Classification and Referral Source	New Cases	Reopened Cases	Total of Caseload
For help with personal interrelationships Total	90	55	145
In marriage			
Self-applications	8	4	
Agency referrals, single[b]	5	3	
Between children and adults			
Self-applications	15	23	
S.P.C.C.	2	3	
Police, New Bedford	2	3	
Schools	1	2	
Agency referrals, single	8	6	
Concerning unmarried mothers			
Self-applications	5	1	
Salvation Army	4	-	
Florence Crittenden Home	3	-	
Local agencies and doctors	4	4	
Out of town referrals	4	-	
Concerning family planning			
Self-applications	8	-	
S.P.C.C.	1	3	
Standard-Times	2	-	
Agency referrals, single	4	-	
Concerning other family members			
Self-application	6	2	
Agency referrals, single	1	1	

b This grouping is used to include all agencies making but a single referral under the request classification. If more than one referral is made by an agency under one request classification, it is tabulated.

TABLE V (Continued)

Classification and Referral Source		New Cases	Reopened Cases	Total of Caseload
Of adjustment to community				
Self-applications		2	-	
Police, New York		2	-	
Agency referrals, single		3	-	
For financial assistance	Total	52	39	91
Self-applications		27	29	
St. Luke's Hospital		5	-	
American Red Cross		3	2	
Community Chest		2	4	
Veterans Administration		4	-	
Board of Health		-	2	
Agency referrals, single		11	2	
To board children	Total	65	20	85
Self-applications		34	15	
Standard-Times		22	3	
Foster parents		3	-	
U.S.E.S.		2	1	
Department of Public welfare		2	1	
Agency referrals, single		2	-	
To place children	Total	44	34	78
Self-applications		26	26	
Agency referrals, single		18	8	
For specific planning about	Total	40	29	69
Financial problems				
Self-applications		6	3	
American Red Cross		-	2	
Standard-Times		2	-	
Agency referrals, single		5	3	

TABLE V (Continued)

Classification and Referral Source		New Cases	Reopened Cases	Total of Caseload
Housing and eviction				
Self-applications		5	2	
Agency referrals, single		6	3	
Illness and convalescence				
Self-applications		4	8	
St. Luke's Hospital		2	-	
American Red Cross		2	-	
Agency referrals, single		7	5	
Unemployment				
Agency referrals, single		1	3	
To adopt children	Total	41	2	43
Self-applications		33	2	
Catholic Organizations		3	-	
Children's Friend Society Boston		2	-	
Division of Child Guardianship		2	-	
Minister		1	-	
For Travelers Aid Service	Total	26	7	33
Local Police		5	1	
Out-of-town requests		18	6	
Agency referrals, single		3	-	
For summaries	Total	2	22	24
Out-of-town agencies and institutions		-	21	
Agency referrals, single local		2	1	

TABLE V (Continued)

Classification and Referral Source		New Cases	Reopened Cases	Total of Caseload
To place for adoption	Total	4	1	5
Self-applications		2	-	
Agency referrals, single		2	1	
Grand Total		364	209	573

Under personal interrelationships the self-applications rank high in marital difficulties, those between children and adults, for family planning, those having difficulties with other family members and in adjusting to the community. Those clients who were unmarried mothers and new to the agency were for the most part sent by other professional people and agencies who knew of this agency's service to these women and who themselves are known for service to unmarried mothers. The schools made some referrals of difficulties between children and adults but the S.P.C.C. and local police made more. It is true in New Bedford as revealed in agency records that the police force is considered a place for people to go with their troubles. The S.P.C.C. made some referrals for family planning as did the Standard-Times. The police of New York asked help for two people for readjustment to the community. This is an interesting use of social resources in connection with police.

Under financial assistance it is seen right away that the majority of the new cases and reopened cases are self-applications. That there is a total of more financial assistance requests for new cases than for reopened cases should be remembered along with this. Most of the reopened cases requesting financial assistance already knew of this service. Since there are many referrals for financial assistance in new cases, it suggests that this is further evidence that the Child and Family Service is known as giving financial assistance as only one of its services and not its main function. The circumstances under which financial assistance is given by the agency may be only partially understood by the people but more thoroughly by other agencies.

Requests to board children are most numerous in new and reopened cases as self-applications with the next being those replies to advertisements in the Standard-Times which have already been discussed. The other referrals are by those who are concerned with child welfare or the U.S.E.S. which might have suggested people so to earn money.

Requests to place children are most numerous as self-applications in both new and reopened cases.

Under specific planning the self-applications and referrals are widely scattered.

The distribution of referrals in new requests to adopt children shows the use of agencies interested in child welfare. The majority of these requests were self-applications and some

of these, since geographically these requests were scattered widely, must have heard of the Child and Family Service through various channels. Only five requests to place for adoption is very small and has already been discussed as such.

The Travelers Aid service was mostly to out of town agencies for both new and reopened cases. Summaries were rendered for the most part to out of town agencies too.

In the new cases which total 364, 50 per cent were sent by referral sources and 50 per cent came on their own applications. With the reopened cases 44 per cent were sent by referrals and 56 per cent came of their own accord. There is not much difference in the new and old groups nor is there much difference in the total of all cases in personal applications and those referred by agencies.

The Social Service Index is used as a resource for every case. Each new case is registered here and every case reopened is re-registered. Of the 573 cases 36 per cent had no registration. It was impractical to make any survey on these past contacts of the 64 per cent of clients who had a record registered, to tell more of agency interrelationships.

These data show how widely known this agency is and how many agencies and organizations, and individuals other than the clients do know of its usefulness in the community. Many of the referrals refer cases to the Child and Family Service for many different services. Many of them have very

closely related services such as the S.P.C.C. And at the same time it is true that some of these cases will be carried on with the cooperation of other agencies rendering different services.

The Client

The clients of the Child and Family Service are the people of greater New Bedford including the towns of Acushnet, Fairhaven, and Dartmouth. Its aim is to serve these people through its service to individuals and its service to the community as a whole helping them attain a more satisfactory way of living.

These people are of many different racial descents and mixtures and their various cultural patterns make their ways to achieve this more than ever highly differentiated and complicated. The ways these people mingle in their daily contacts with various degrees of assimilation between groups and between old and new world living make this client group a rich mosaic from which people come to the agency for help with their manifold problems of living influenced by all the other people in this community. Some of them were born abroad, some of them are first and second generation attempting to meet the demands of the old and the new. Many of these people are deeply troubled and ask for help.

On the application slips themselves are noted the array of foreign names besides those to which our eyes and

ears have long been accustomed. Many of these are Catholic in religion. They represent all occupations including a high number of those who are fishermen or associated with the fishing industries. Those who work in the cranberry bogs are numerous among the clients. Professional people are represented. The textile mills and other industries are important occupations too. The writer regrets that there seemed no way feasible to obtain this material more exactly.

One of these agencies now merged has been active in the community for over one hundred years and the other over fifty. During this period the community as a whole, groups within the community, and individuals have been hearing of the services of these agencies. Through people served others have gained knowledge of service. Through an arrangement of many years standing between the Family Welfare and the Neediest Fund Campaign run by the newspaper, The Standard-Times, the agency has chosen annually the cases to be presented and the administration of the funds collected was through the agency; through newspaper articles the service of both agencies has been extended; and of later years the paper has been very cooperative in publishing features on adoption, foster care, and casework service. There has been publicity through Community Chest Campaigns, and the radio has given time in local news broadcasts and for a few longer programs, for instance, out of town speakers. This year at the annual meeting of this agency there was a guest speaker and for the

first time this was an open meeting. Speaking before clubs, church groups, and school groups the present Child and Family Service executive has had a chance to interpret to these people individually and in groups the service of this agency. The merger of the agency and the moving into new quarters has given a chance for further interpretation by these methods already mentioned.

All ages are served by the agency with its combinations of functions. The listing in the agency records is under the name of the individual or under the joint family names of married couple depending whether service is to a member of a family group or to a person more independent of a family group. Of the 573 total of intake applications during the fiscal year 1947-1948, 111 (19 per cent) are listed as requests made by family groups. Tables VI and VII present these data.

In Table VI the highest number of requests were those surrounding emotional problems of people trying to get along with others is of great interest. Half of these requests were made by women illegitimately pregnant who needed help for themselves in their meeting this situation. The other requests are scattered. There is little more information on the application blank than that listed.

Travelers Aid service was requested by many individuals for service in trying to leave New Bedford or to return.

TABLE VI

REQUESTS MADE BY INDIVIDUALS AT INTAKE
CHILD AND FAMILY SERVICE, 1947-1948.

Service Requests	Number of Applications
For help with personal interrelationships	49[c]
Between children and adults	13
Concerning unmarried mothers	25
Concerning family planning	3
Concerning other family members	5
Of adjustment to the community	3
For financial assistance	11
To board children	13
To place children	7
For planning	6
About housing and eviction	2
About illness and convalescence	4
For Travelers Aid service	20
For summaries of cases	5
Grand Total	111

The individuals who wished to board children for the great part were people replying to advertisements in the local paper. Four were men. Although this agency is particular about homes having both foster parents present as a rule, it does suggest that many of these people are looking

c See footnote a, Chapter IV, p.38.

for children to board for some reason. Since the advertisements placed in the paper have a box number for identification, it suggests further that many of these people may reply to other such advertisements also in the paper placed there by private individuals or others who place children privately.

The requests for placement of children were by single unmarried women most of whom wished to work.

Several individuals wished help in plans which necessitated some knowledge of the community and how people previously had worked out such difficulties.

The requests for financial assistance were with the exception of two from men. The services to agencies on summaries were on both men and women.

A few of these services seem naturally characteristic of persons living independently such as planning with unmarried mothers and those who desired help in making plans for themselves, such as, travel and finances. The other requests are those commonly expected of family groups. All the other requests (81 per cent) were for service to family groups and are presented in Table VII.

This Table complements the findings of Table VI. Some of the problems in this table are those which necessarily concern family groups, such as, marital difficulties and applications to adopt children. A very large number of conflicts between children and adults is shown in this table too. With the exception of requests for Travelers Aid Service and ser-

TABLE VII

REQUESTS MADE BY FAMILIES AT INTAKE
CHILD AND FAMILY SERVICE, 1947-1948

Service Requests	Number of Applications
For help with personal interrelationships	96
In marriage	20
Between children and adults	52
Concerning family planning	15
Concerning other family members	5
Of adjustment to the community	4
For Financial assistance	80
To board children	72
To place children	71
For planning about	63
Financial problems	21
Housing and eviction	14
Illness and convalescence	24
Unemployment	4
To adopt children	43
For Travelers Aid Service	13
For summaries	19
To place for adoption	5
Grand Total	462

d See footnote a, Chapter IV, p.38.

vice for unmarried mothers, all of the family requests exceed those made by individuals.

Of the total of 573 applicants there were 364 (64 per cent) who came to the agency for the first time against 209 (36 per cent) reopened cases. Of this total 206 (36 per cent) had no previous registration with the Social Service Index in New Bedford.

There is a small group of persons outside of the geographical limits of greater New Bedford who ask for service. These are some who forward the aim of the agency to serve New Bedford since by far the greatest number of these are applicants who wish to adopt children.

This discussion has been limited to the client group which is the chief aim of the agency's service. But it must not be overlooked that other agencies who make requests for service and information are requesting agency service. However, in the service of the agency to clients, it should be noted that 51 per cent come to the agency on their own initiative while 49 per cent at the referral of some intervening agent.

CHAPTER V

SAMPLE INTAKE STUDIES

This chapter deals with twelve cases chosen at random throughout the year 1947-1948. The first application on the fifteenth of the month or thereafter was chosen. The cases chosen as classified by intake request result in one request for help in plans with children, one behavior problem, two concerning plans for unmarried mothers, two financial assistance, one foster home study, two for placement of children, one about plans for illness, and two out of town contacts. Names used in all cases are fictitious.

This is not a representative group with all types of requests present, but it does serve the present purpose. This purpose is to give a better rounded picture of the intake situation as it is developed in these cases to show further agency and community relationships and community needs, needs of clients which come forth in the case work, and a glimpse of agency service as revealed in these few cases. These cases will be presented individually and thereafter will be a discussion of them as a whole.

Case 1

Mrs. Almeida called a worker whom she had known as a child in the community. Mrs. Almedia was concerned about planning to take care of her children and wanted assistance in finding a housekeeper. She was a young mother of two little girls but felt unable to care for her family and home. She felt unable to come to the office. During the two home visits, she revealed herself as being mentally very disturbed but determined to have a housekeeper and no other service was

acceptable. She was aware of her responsibilities to her children and husband and too somewhat aware of her own desperate condition especially the physical symptoms. No housekeeper was available for her and in a telephone contact to make another appointment with her she refused any other service. Three weeks after the first home visit, Mrs. Almeida committed suicide. Help was offered to Mr. Almeida and a neighbor girl who had discovered Mrs. Almeida after she shot herself. Mr. Almeida was working his plans out with his family.

Through short intensive work, this case with its extreme need came to the agency with the request for a specific service. If a housekeeper had been available there might have been some chance to have been more helpful. This service could not be rendered and further casework service refused. The need here exceeded casework services in part is true, and it is an extreme example of a deep and intense situation hardly touched by the initial request. A state hospital had cared for the client at a previous period although this was not known until the last interview with Mr. Almeida. There had been no agency contacts within the community.

Case 2

Mrs. Briggs was referred by a truant officer in the fall of 1947 concerning the behavior problem with her thirteen year old son, David, a brother being fourteen.

The Briggs family have been known to both the Children's Aid and Family Welfare since 1933. They have been known too to health services, public welfare, and S.P.C.C. The Briggs have always lived in New Bedford and were married in 1932. Soon thereafter public welfare helped them because of unemployment. Four years later when there were four children, a complaint against the father for neglect was handled by the S.P.C.C. and they continued activity with this family through 1943.

In 1943 Mr. Briggs complained of the boys' misbehavior truanting from school and the mother unable to handle them.

The couple were no longer happy together. There was little money in the family. He requested help with placement plans. On this case the Children's Aid, Family Welfare, and S.P.C.C. had a conference deciding that Family Welfare would carry the main responsibility.

Through 1946 the Family Welfare was active attempting to help out the family situation. The boys stole, broke into property. They were mentally dull, and had court records. The parents had little interest in actively helping the boys with their own interests. Mr. Briggs was in service from 1944 on and thereby the family had a steady income then. Camp plans for the boys helped temporarily. The mother is anxious about the boys but is limited mentally. The two younger girls of the family do not seem to cause trouble; one of them is not Mr. Briggs child. The school officers have had many contacts with the family for years.

The request in 1947 concerned David who had been in a training school for eight months, was now home and truanting from school with the threat of training school again arising. David seemed to fear this return greatly and ran away from home continually. While this agency was active with the case, the training school officers came without warning and took the boy off. Mrs. Briggs has not responded to case work help.

This is a case in which many agencies and local authorities have been interested for a long time. The casework conference of closely related agencies in 1943 shows some of the confusions of service that were then present. That this family needed much help beyond financial assistance and placement plans for the boys is very true, but the family was somewhat limited, and they may have been confused by the many interested officials and agencies albeit in their attempt to help this family within their proper limitations. By this agency there were many interviews, some of these intensive, many collateral contacts and long continued service with but slight changes from time to time in the family situation and and the boys.

Case 3

A local doctor called the agency for a list of maternity homes for unmarried mothers. In discussing this over the phone, the doctor was interested in our agency service extended to these girls and was desirous of encouraging his patient to come here and made an appointment for her.

That afternoon Miss Caouette kept this appointment and in one office interview disclosed much of her unhappiness over her pregnancy. The father of her child had been a business partner in operating a cranberry bog for 12 years. His wife and he had been in disagreement for several years and this couple had four children. Divorce and remarriage had been discussed but evidently he was unwilling to go through with this. He was Italian and probably Catholic and Miss Caouette of French descent. She expressed her desire for adoption of the child, her own attempts previously to get rid of it. The baby was expected soon. Shortly after this interview the baby was born dead, and Miss Caouette was very happy to have it so and thought she would get along thereafter without help from the agency.

Doctors and other professional people meet others in trouble. Here the agency aided the doctor who was trying to help this girl and the girl in thinking through some of the facts and feelings involved in her situation. The contact was short but intensive. The original problem presented was about casework with the girl. Further casework might have been helpful but Miss Caouette considered herself able to manage from here on. She is aware of the possible services of this agency however.

Case 4

In 1948 Mrs. Desjardins was referred by the local public welfare for a layette for her own illegitimate daughter, Cecile, born in 1930 who expected a child soon.

Mrs. Desjardins, born in Portugal in 1901, was first known to the Family Welfare Society in 1926. Then she

requested financial aid for herself and her two daughters to supplement public welfare, and she also requested help in her court contacts to try to locate her second husband after his fifth desertion. He was of French-Canadian descent and a painter. In 1930 having had no contact with her husband, her parents, mother remarried after a divorce and her father living with his daughter, urged her marriage to a Portuguese, but then her father, who refused to work, grew irate and abusive to both of them over her illegitimate pregnancy. The man was forced to leave for Portugal. Mrs. Desjardins was bitter over her parents part in this unhappy episode. Another illegitimate child was born in 1933.

Through her many agency contacts with many New Bedford agencies from 1926 on, she received some clothing, was aided in her other contacts concerning her financial situation, clothing, and physical care. Her children and herself seemed to have many illnesses, and Mrs. Desjardins was always very distressed over these.

Mrs. Desjardins again expressed in 1948 her difficulty in managing with the public welfare agency, but was further enabled to express much feeling about Cecile's pregnancy and the refusal of the man to marry Cecile. Her two older girls were married, and she had hoped her two younger children would profit by an education and get ahead. Mrs Desjardins was very upset and Cecile despondent. She was also anxious about possible plans for the child; the father had had a scheme to sell the baby. She was greatly relieved to find an agency which would help with all these problems. A few days later she called for help because Cecile had spent the night in the snow and had then barricaded herself in a room. During the visit the worker was invited by Cecile to talk with her, and Cecile expressed freely her own feelings about her family, the baby, the father, her thoughts of self-destruction, and her plans for the baby revealing her immaturity then and also after the baby's birth. Further casework with either Cecile or Mrs. Desjardins has been refused. Three months later Cecile married and has kept the child.

This is a case known to the agency for over twenty years with many contacts based on requests for financial aid and community contacts with the overtone of unusual distress over illness. The emphasis in the first twenty years of the case were on interagency cooperation and on intensive casework help in the last few contacts in 1948. The casework

needs of this entangled family have been and are great but the use made of such help has been limited. However, Mrs. Desjardins and Cecile do know of this as a resource and know of others in the community.

Case 5

Mrs. Dias was referred by St. Luke's for financial assistance. Mr. Dias would not support regularly and was employed on odd jobs only. One of the four children was now hospitalized. The Board of Public Welfare was suggested as a resource, and Mrs. Dias believed she already had an application on file there and accepted this referral. Our ability to render further casework service was suggested to her and to St. Luke's. S.P.C.C. had been active previously because of neglect charges and irregular support.

This was a referral that was not too clear in its purpose. Perhaps the problem was differently presented or is a situation where the length of financial assistance is uncertain. Perhaps there are some undisclosed needs within the family. Several agencies had been active recently on this and Mrs. Dias seemed willing and able to help straighten out the family situation. Mrs. Dias does know of this agency as a resource and the case may yet be reopened.

Case 6

Mrs. Freitas came to the agency for temporary financial assistance. She had traveled to New Bedford with her two children to join her brother, a fisherman. He was out of port on a fishing trip upon her arrival, and Mrs. Freitas was without funds for that period. She was given a small grant for her immediate needs for her family. There has been no further contact.

This is a case of temporary financial assistance to help where plans had not worked through quite as planned. This agency was enabled to render assistance to this newcomer.

Case 7

Mrs. Gregory applied to board children. In 1945 she has been referred to this agency as a possible foster parent by a public agency. A home visit had been made. Mrs. Gregory, who was middle-aged, had taken care of many of her family's children although had never had any of her own. She seemed of a happy disposition and of many interests. Mr. Gregory was a fisherman and probably a good foster parent. At that time their application was rejected because there was no separate room for the child. For this reason they had also been rejected by the state.

At her reapplication she did have an available room for a child and otherwise the Gregory's and their location and community contacts seemed to indicate that they would be suitable foster parents.

There have been two placements there of about ten weeks each, an infant boy and a young girl who needed much affection.

This is a foster home study in which the home was originally rejected both by the state and by this agency. This was accepted by the Gregorys and at reapplication the home was put into use. These people were anxious to have children in their home and also so contribute to the community. This case also reflects the use of the same standards for foster homes under private and public agencies and the interchange of applications between them.

Case 8

Mrs. Harrington was referred in 1947 by a local public agency for placement of her two young boys.

She and her husband came first to the agency in 1944, and at that time the couple were separated and the divorce was later granted. During this period the three boys of ten, four and two were placed in many homes both privately and under the supervision of this agency for some of the time. The parents did not work reliably with the agency on support

plans and were in other ways difficult to work with. Mrs. Harrington remarried however, she was interested in the development of the boys.

In 1947 the local public agency believed that the father was too irresponsible to be depended on for paying their board, believed that this agency would be more helpful that the Division of Child Guardianship in keeping some contact between the mother and the boys. The public agency would take over board costs since Mrs. Harrington's second husband denied the home to the two younger boys. She was very anxious that these two young boys be placed together one of them at that time being in an institution. Her marriage was turning out unhappily, and the step-father seemed jealous of the young boy at home when his mother gave him some attention. He was very difficult when drunk.

The two boys and the foster homes were studied carefully due to previous case history and since this was proposed for a long term placement. The boys were placed together before Thanksgiving and emotionally and physically seemed to adjust fairly easily. Because of developments in this home situation, the boys had to be moved elsewhere, and their next home has turned out happily for the boys and for the family.

This was a placement service under unusual circumstances, support from a public agency and on a long term basis. This was worked out with the people and the agencies concerned and the present solution has many advantages. The boys have made good foster home adjustments although Mrs. Harrington seems unable to use much casework for her own situation. She did express concern over plans for these boys although their father unwilling to help support regularly. The emotional factors in this case were carefully considered.

Case 9

Miss Johnson of English descent was referred here by the Division of Child Guardianship regarding her one and a half year old illegitimate boy. There were no previous agency contacts, but the Division contacted this agency concerning possible placement. The baby had been living in the home of Miss Johnson's parents, however, this grew unsatisfactory

and there were two foster home placements privately thereafter for which the father, a married man, made some contribution. Miss Johnson wishes to keep the child and works regularly. She was upset at the emergency placement made by the public agency to the hospital because of neglect in the foster home. This agency was willing to accept the placement referral if a sound placement plan could be made with the mother.

An interview with Miss Johnson revealed she wished the baby's return to her own parent's home. She was confused by these two agencies and their contacts, defensive about the criticism of the foster home, the baby's birth, the baby's father, and her future plans. She was referred back to the public agency about placement in the parents home. Because of the poor condition of this home, they made a temporary placement elsewhere. After consultation in which data on the baby showed it to be physically and mentally retarded, it was decided that the public agency would be the active agency.

Much of the work in the short intensive case was that between the two agencies in attempting to help the situation. The casework with Miss Johnson in one interview seemed of little help and placement plans were not worked out with this agency. Miss Johnson had not previously contacted any community agencies for help and the knowledge and contacts at this time confused and upset her. Acquaintance with resources previously might have been very helpful to Miss Johnson and her baby.

Case 10

Mrs. Kelly was referred by a local physician who had been attending her illegitimate eleven weeks old baby. She had had three children by marriage but her husband had deserted her. This child is ill and needing constant medication which is straining their resources including what the alleged father is contributing. The doctor plans to refer them to the hospital clinic but wonders too what this agency would do with securing Visiting Nurse service and help Mrs. Kelly in her plans ahead. There was no further contact in this case after the possible help talked over with the doctor.

Here another doctor turns to this agency to know of

possible service. There were no agency contacts in the community for this woman, and it is hoped that some suitable referral was worked out for her and this may have been the hospital social service. Mrs. Kelly may yet contact this agency.

Case 11

The Wrentham State School asked for a summary of contacts with the Jacobs.

The Jacob family have lived in New Bedford since their birth about forty years ago and have children. This family has had contacts with health services, public agencies and the Catholic Welfare Bureau. Since the first contact of this agency in 1940, the family had had contact with the S.P.C.C. and the Division of Child Guardianship.

The Jacob family have never contacted the Child and Family Service directly, but on three successive years the landlady called to see if we would aid them financially complaining that they were in need though Mr. Jacob worked. The Catholic Welfare Bureau was active with this family, and at each inquiry the landlady was referred to that agency.

This case is unusual in that the family themselves have had no contact. The landlady is interested in the family and doubtless in her own income. Other agencies know this family. Established agency policies of referring an inquiry to the active agency and limiting activity to the request of the client have been adhered to in dealing with the landlady and with cases active with another agency.

Case 12

Through the local police the Martins were referred here for help in securing the return of their married daughter, Mrs. Christopher, from Montana. Mr. and Mrs. Martin had forwarded transportation money to their daughter personally, but Mr. Christopher had taken it from his wife. He was a veteran, disabled, and drank heavily from time to time. They have a

small baby, but the couple is unhappy and quarreling. Mrs. Christopher has decided to leave her husband. The Martins are anxious to help their daughter and are upset over her unhappiness. They wish the transportation arranged in a fashion to insure her return. Through the Travelers Aid in Montana, this was arranged, but at the last minute Mrs. Christopher decided to remain with her husband. A few months later another request from the Martin family was received for the same arrangement agreeing to pay the costs. Again Mrs. Christopher decided to remain with her husband. The Martins feel that because Mrs. Christopher was not put on the plane and thereafter the ticket money refunded to her, that they have no responsibility in reimbursing this agency.

This case is within the Travelers Aid function of this agency as for the out-of-town service rendered. The service rendered here at the agency was in helping the Martins release some of their anxiety around their daughter's marriage. There have been many contacts with the National Travelers Aid concerning the financial situation of this case.

These cases do show in these situations presented much of the agency service to clients and other agencies. The New Bedford Child and Family Service is a resource for agencies and other community organizations to call on as well as fundamentally the people of New Bedford.

The service of this agency was interpreted to seven clients who had not asked service before so that these now know the agency as a resource. This is true too in considering that seven of the cases were brief intensive or mainly information services. In two cases no contact with the client was made but information given. There were services rendered to five clients who had known the agency for years and were returning for further service. Of these twelve cases

six had had no previous contacts with community agencies. Four applied themselves and eight were sent by someone or some agency. There were many collateral services rendered in many of the cases.

The process of the case beyond the request for service is of intense interest in each case. In eight cases the original service requested was rendered. In the other cases housekeeping service could not be rendered, (Case 1), one referral for financial assistance was not accepted (Case 5), one placement plan was not accepted (Case 9), and the referral on planning around illness did not come for service (Case 10).

The interrelationships with other agencies are sometimes confused as in Case 5 and 9, and in the past they were often more so as in Case 2 and 4. By now there are many clear cut cases for either one or another agency to handle as in cases 2, 3, 4, 6, 12. Some of the agencies working with the Child and Family Service are most cooperative as is shown in Case 7 and 8 both with public agencies which have definite limitations. Many people know through public interpretation that this agency may help them (Cases 1, 7, 4) although help before 1947-1948 might have alleviated some of the difficulties presented in these cases. There are some people of New Bedford who yet do not realize the significance of community resources as it affects them but interpretation may yet reach out. In several cases the contact was for information about whether the agency might help in a certain situation (Cases 3,

9, 10, 11). The use of an agency such as this as a general resource to find out where a service may be obtained is in itself an important service in a community.

In these cases there are certainly some suggestions of needs as yet unmet in the community. As in case 1, a housekeeping service which might be called on for temporary help in families where this help could be used and keep the family together at a critical time. The schools and their behavior problems need some interpretation of social work and their ability to help prevent with cooperation in the family at the early stages, later overt behavior problems and steady truanting as shown in Case 2. One need in this case as mentioned in the 1943 case conference is met now with the merger of the two agencies; this has eliminated some confusion on handling of such cases. Further interpretations to professional people will help but so often the interpretation as individual cases is the most meaningful as in Cases 3 and 10. In these cases too that the clients did not use the services rendered to unmarried mothers may have been due to lack of sufficient interpretation.

Better interpretation of what is needed in a foster home might have saved the foster family of Case 7 the refusal of 1945 although it prepared them for the acceptance of 1947. The need for foster homes is great in New Bedford. The situation in Case 8 might work through more often with this local board for other cases with financial support from them

and casework from this agency if the responsibility has to be at all divided. It is an interesting commentary that this cooperation does work in this community.

This chapter does present some of the service of the agency beyond the point of intake and gives also some background of possible agency service making the intake situation more meaningful as a part of the whole casework process. It reveals how a few people actually reached the Child and Family Service, what they asked for in relation to their other problems and themselves, whether these people had been known to the agency before, what service they did receive. The service of the agency is not always used as fully as it might be, the service of the agency is not always as well known as it should be, and there are some services which the agency does not provide which would help in the casework.

The casework situations do represent some of the common thinking on casework. "Problems are both individual and social, that a case is always a complex of inner and outer factors"[1] this is illustrated by each one of the cases in this Chapter. Each one of these people comes to the agency presenting a different set of these factors. Too they may be seeking for a short time service over some special difficulty or some long term service for which they may want help. It is at an intensity of some need too great for the

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1 Gordon Hamilton. Theory and Practice of Social Case Work, p. 25.

individual alone that the client asked for help. Every one of these cases studied in detail would reveal these fundamental casework principles differently patterned. To classify these few cases or study them further in these respects is not within the purpose of this thesis.

Each person and each family is involved in attempting to live more satisfactorily. Each person, each problem for these cases and for the total 573 intake applications is dealing with something to him important and troublesome. The people trust this agency with helping them then. Each case is a different situation, demanding casework skill, an alertness to individual personalities and capacities, and an always increasing knowledge of community resources. Each case adds to agency experience in New Bedford. Through contact in each case the agency has reached out to help more people, and it is better able to cope with future requests as in each different case the differentiated problem is treated. So with all its kinds of service rendered the agency grows in service to the people of New Bedford.

CHAPTER VI

A STUDY OF TWO SERVICES

In this chapter are presented cases which show the way in which this agency gives financial assistance and helps in placement of children. These two services were chosen because other resources in New Bedford under some circumstances render these services also; public agencies have both financial assistance and placement functions. So in both instances this agency's service in the community is shown more precisely as a function working with other community resources to meet community needs. Some unmet needs may be revealed. How the Child and Family Service fits with other agencies and has formulated a policy on which to proceed in these two services is studied here.

Financial Assistance

With financial assistance the casework concept of using financial assistance as a constructive measure is fundamental, and this has always been a concern of this agency. Casework proceeds along with the giving of financial assistance, the ability of the agency so to aid is largely determined by the client's ability to use financial assistance constructively and be helped by casework. Further, financial assistance is given on a temporary basis or for some special need. Long term financial assistance is not considered this agency's

function and these cases are referred to the public agencies although supplementation is possible under some circumstances. The policy of this agency is further adaptable to individual cases, and the discretion of the agency staff gives it leeway to help out in some cases which do not precisely come within these limits or those of the public agencies. It should be remembered that the Child and Family Service may recommend that other funds be used for certain cases. Financial assistance in New Bedford is also given, but in a limited form, by the Catholic Welfare Bureau and St. Luke's clinic.

Case 1

Mr. Morrison first came for help in December 1946. He was unemployed and was limited as to possible jobs because of a slight physical handicap. Except for financial need he considered that he and his family were getting along well. He was then referred to the public agency. The Index shows that he registered there shortly. There was also a registration for the hospital a few months previously which might have been about his physical condition.

Mr. Morrison came to the office again in November 1947. He and his wife are both near 30, Roman Catholic and have three children. He had again had had some work but of a seasonal nature and had been laid off. He is in temporary need until his next and last pay check comes within a few days. He is deeply concerned about his financial situation because even with his regular pay he was unable to meet all the family expenses and has run into debt. He started work at fourteen and has had many jobs since but knows he is an unskilled worker. He feels deeply responsible for his family. Their health needs attention but he does not wish clinic care. An incident of his two years old son, born prematurely, being checked for retardation at a Child Guidance Clinic disturbed Mr. Morrison because of the way his son was handled there. At this time it was considered that help for his family on health needs and helping Mr. Morison to secure a more adequate means of support would be helpful, and Mr. Morrison welcomed this offer.

A week later Mr. Morrison was thoroughly discouraged

about having to ask for further financial assistance and he found it difficult to ask for help despite the reality of his needs. He shortly secured another job which, however, did not meet his weekly expenses. With careful and realistic planning for the family's full needs, he thought that with this agency's financial aid he would be able to get free of his debts and from there on manage successfully. During the next few weeks there were unplanned medical expenses which the agency met. This planned period of aid came to an end and the family would contact further if there were other needs later.

Within two weeks Mr. Morrison was ill and unable to work. With agency help for doctor's bills he was willing to see a doctor. From further examinations it was recommended that Mr. Morrison have many infected teeth removed. He was helped financially during the period by the agency and was willing to accept a clinic referral for the dentistry and public aid for maintenance and medical expenses. This agency agreed that for the time of his dental care to supplement for other needs not allowed under the public aid. This was cleared with the public agency and for three months supplemental aid has been granted to fit the family's current needs. Case work service has enabled the whole family to take advantage of clinic resources. Mr. Morrison is definitely freer in using community resources with his family problems. Although his old job was not held for him, Mr. Morrison showed interest in following leads of other jobs in his desire to support his family. He is again employed. Total assistance $434.23.

This is a case where financial assistance has been used constructively for a family with their participation. The initial period worked to free the family of some of the accumulated debts and secure them adequate living over a two month period ($129.78). Illness necessitated a further plan temporarily for full maintenance of the family for a month ($113.50). When this developed into financial assistance for a longer period, Mr. Morrison was willing to use the community resources available. (Supplementation for special needs over three months, $190.95.) In receiving casework help he further was helped to receive proper dental care for

himself through the clinic which he had found hard to consider at first. Thereafter his family used clinic resources. At the same time Mr. Morrison was satisfied with the way in which his family were cared for. There were some collateral contacts with doctors and employment agencies and other community resources rendered.

This case is an example of temporary assistance and thereafter assistance granted to supplement what the public agency considered their limit and this was allowed by them. Without financial aid from this agency, the family might have faced more problems of finance and health as well as others. It is to be noted that the Child Guidance Clinic whose procedures and treatment of the young son so bothered Mr. Morrison has since closed. That this clinic and others could be run with more consideration for the client may be true.

Case 2

Mr. and Mrs. Fairfield were referred by the clinic of St. Luke's hospital for financial assistance. They were an elderly couple and recently Mr. Fairfield had been discharged from the hospital and would need further recuperation before he returned to work. The couple were now without funds and part of Mr. Fairfield's hospital bill was paid by the Lions Club.

Mrs. Fairfield came to the agency and expressed the concern both she and her husband felt over their financial need. They had been able to manage on his earnings for usual living expenses, but now their savings were gone, and he was unable to work for another month. This agency agreed to give temporary assistance, and this plan was followed with a total grant of $60.00.

Mrs. Fairfield during the interviews disclosed fears about her own physical condition and was referred to the clinic having decided not to return to her own doctor.

Temporary financial assistance has been used constructively here to enable this couple to meet this crisis and then be free to plan ahead independently. This couple had met as much expense as possible from their own resources and other private means had helped them. This couple participated in the planning of the money for food and rent for one month to aid in Mr. Fairfield's recuperation and his return to work. Casework help aided them to accept this financial assistance more easily although they did hope to pay it back. At the same time Mrs. Fairfield was enabled to think through her own medical problem.

In this short term case the clinic social service referred these people for aid since it was considered more a community responsibility after his discharge. The Lions Club and a doctor had been active to help this couple. Some organizations other than social agencies do have funds with which to aid others and it is here illustrated.

These two cases give a glimpse of how the agency financial policy does work out in the community. That this is an agency whose policy is generalized and that it considers the individual case as important in determining the need and use of financial aid is certainly a boon to the community where some agencies have very definite limitations and rulings. The strengthening of family life, the basic policy of the whole agency, is interpreted to fit individual situations.

Placement Planning

The planning of placements of children by this agency are also done on a basis of constructive casework. For the children and for the parents, the placement time should be a period of separation which will enable the family to be reunited under more favorable circumstances later. That this separation may be at all necessary or the wise move in a family is carefully determined on the basis of the presenting situation and the planned return of the children. In each individual case the family crisis behind the request for placement is given attention to evaluate further the parents' wishes. Some other service may be more helpful. Ordinarily placement is considered for a temporary arrangement. The family is usually expected to contribute to this plan since the state cares for children whose parents are unable to support a placement plan. This agency participates with the parents in working out such a plan by aiding in the financial support, in helping the parents to understand the meaning of placement to the children and to themselves, the agency responsibility therein in finding the foster home which seems best suited to the individual case and in its supervision. Again it is stressed that each case is individually treated within this policy.

Case 3

Mrs. Conlon came to the office in 1948 requesting placement of her year old daughter. Her husband, twenty-four and a year older than she, was in the Army in Texas thus

securing regular financial support for the family for the first time. Both had had very insecure backgrounds in their childhood. Mrs. Conlon wished to work to increase her income, and no relations would help her out with the baby. She did not wish to place the girl privately although for ten days she had been so placed. Charlotte herself was an attractive, affectionate, well-cared for girl.

Mrs. Conlon in a following interview had decided to divorce her husband and wanted to give up Charlotte for adoption although she would want to know where Charlotte was. She did not know what Mr. Conlon would think of adoption. It was agreed to place Charlotte immediately with the mother assuming financial responsibility. She called the worker often to find out how the child was. At the end of one month's contact Mrs. Conlon had decided to rejoin her husband in Texas. After finding permanent living quarters there she would return to take Charlotte to Texas. During the three months absence in Texas she has kept in close contact with both the worker and the foster mother.

There was one foster home change for Charlotte, and in the second home she seemed most happy. Charlotte received some much needed medical care while boarding. The parents have been north to claim Charlotte. The payments have been arranged.

Placement plans were carried out for Charlotte for about three months. During this time she was placed in two different homes the second being very happy for her and the foster parents. Mrs. Conlon kept in close touch with what her daughter was doing. Within this period the family reunited, and a permanent home being established with Mrs. Conlon believing she would not have to work.

Case 4

Three adolescent girls were referred in June 1947 by the S.P.C.C. and the policewoman for some planning probably placement. They were Sarah, 15, Margaret, 16, and Betty, 17. They had lived since 1943 with an aunt in Acushnet and had no other relatives.

Their early life had been spent with their mother in another city. All of them were illegitimate children although

not all aware of it. Their mother had been devoted to them and had supported them by earnings and public aid. At her death her sister had brought them back to New Bedford.

Now the situation with the aunt was becoming difficult for all. The aunt, separated from her husband, ran a restaurant in the same building with her five room apartment crowded with nine people. She expected the girls to help some with the restaurant, and the girls were trying to work out some of their own plans for work elsewhere and schooling. There were accusations about conduct and lack of cooperation within the group which were becoming more and more upsetting to all of them.

Betty wished to remain with her aunt and keep her job in a factory. Margaret wished to keep another job but move elsewhere, and Sarah wished to move and continue school since she hoped to be a nurse. Within six weeks of the first contact at the beginning of a school term, Sarah was placed in a home which has been congenial. She was happy in the new school. She earns some money although the agency is responsible for board costs and other needs. She keeps in some contact with her sisters.

Margaret was placed a month later in a home which was within reach of her work. Her earningswere more than covering her expenses in this home in which she seemed to adjust nicely and the agency has discontinued active supervision. Betty has stayed with the aunt and is expecting to marry soon.

This placement of one girl in this group and helping the others has been a constructive experience for the whole group. The aunt was upset by the care of these girls; the girls were upset by her supervision. This agency has enabled all three in the working out of their plans. They are all happier and gaining some security in themselves.

At the outset of the case, the Division of Child Guardianship did not consider they could help with the older girls. It was thought best to have the group with this agency who could help all three girls.

Case 5

Florence is an infant placed for adoption at the age of six weeks. Her mother was unmarried, a Catholic, and wished to return to her former position as a salesgirl until she earned enough money to go into nurse's training. She wished to have the baby adopted.

Florence was placed in boarding care for two months. During that time she was carefully checked by several doctors to assure the adoptive family of the child's medical history and condition. The baby was also tested by a clinical psychologist of the agency staff. The tests in all showed this infant to be above normal. Florence had adjusted will to the boarding home.

The adoptive home had been thoroughly studied with this child considered as a possibility. The couple were eager for this child when told of Florence and all about her. She has been with the adoptive family for about four months and at the end of the year the legal adoption can be formalized.

This placement in a boarding home during the early developmental period and then in a trial adoption home at four months is well within the ordinary procedure of this agency. Both homes, the boarding home and the adoption home, are most carefully studied as well as the natural parents. The services of suitable medical and other consultants are important. They are needed to safeguard the health and happiness of the child and the adoptive family. There are usually several homes studied to determine the best and most suitable home for the child to be adopted.

Discussion

There are some community needs expressed in these few cases. In assisting the Morrison family there must be some more cases of such need in New Bedford and yet the financial

outlay great for a private agency and one that can be rarely supported. The public agency cannot support such fully under its present interpretation of such a family plight. What happens to other families who if given this chance of being helped might be permanently able to manage for themselves thereafter? This is certainly a community problem that in only a few cases receives the full backing of the community. The public agency does allow supplementation, however. Also in this case is brought up the disturbed reaction of the whole family to a local children's clinic which furthered the blocking of this whole family from seeking other clinic help. That specific clinic has closed. However, there is a need for some help for families troubled by children not up to average and those with behavior problems at home or at school. Some service is needed which will follow the testing with help to the families and children. One cannot speak of this without mentioning a need in New Bedford close to this. This is to help families know and want a healthier and happier family life. Some opportunity through schools, adult education, broad church programs, local clubs or other sponsorship would be most useful and helpful to forward this. This is rather too large and specialized problem for this agency to attempt as just one of its services. There are many children and families in New Bedford needing aid here especially due to the mixed cultural patterns which mingle here.

For actual clinical medical care it is regrettable that the time the patient must take to wait his turn may keep him out of work for which he badly needs the pay or takes a mother out of the home for hours at a time.

The needs in the case of the Fairfields seem adequately met by several resources. This elderly couple could not be entirely freed within the short contact to accept the assistance as a grant. This is a difficult piece of interpretation to individuals and the community.

Charlotte's second placement was a happy one but that this could not have been her first and only placement may have been partially due to the fact that foster homes are scarce. More foster homes for better matching of children and foster parents would result in fewer home shifts such as this.

With the placement of Sarah while she was still fifteen and attending school, this agency was able to help her and the other sisters.

With the baby, Florence, the success of the casework handling of all the situations herein involved are very evident. It shows the many services used for adoption and their integration for the best interests of the child and family. The child usually does have a choice of several homes, and it is true therefore that every family desiring to adopt children does not have this need met. These couples do apply from a large geographic area, and this is to the

advantage of the children and their real and adoptive parents.

Both of these services have shown how this agency may function in some instance of these two services. They are both used constructively here. The policy in both instances has been stated in general terms at the beginning of the section, and it is seen by these case examples how this policy must be so stated so that individual situations for which no other organization is able to be responsible may be provided for by this agency which is established to serve all in New Bedford. There are many needs, many more than even touched in these few cases, that this agency is not able to meet but there should be some community effort to meet these.

CHAPTER VII

CONCLUSIONS

This thesis was undertaken to gain some knowledge of what the Child and Family Service means to the people and community of New Bedford. And what in general terms has been found out by this study?

First of all, it was necessary to know the characteristics of this community and this agency. New Bedford is an old New England seaport with much of romance in its history and present life. Sea life has been and is an important influence on this town. New Bedford was an eminent whaling port and now an important fishing port. New Bedford has had to develop interests as industries. At certain times it has developed rapidly but prosperity has been countered by hard times. The people in this city present a vivid picture of old and new world cultures living side by side with some intermingling. This adds to New Bedford's resourcefulness, interest, and also to its complexity socially.

Social agencies became organized by groups a century ago and since have been organized from time to time to meet varying needs. Some of these agencies operated for a number of years and disappeared. Others met new needs and new social development and changed to include the new. Some of the agencies had extensive funds. The Child and Family Service is a three year old merger of a children's agency

started over a hundred years ago and a family agency organized fifty years ago. These two agencies independently were aware and desired to adapt themselves to new trends. With the underlying belief that they would better serve the people of New Bedford, they have united and offer service to all members of the community.

The generalized purpose of the Child and Family Service is to serve by helping the people of New Bedford to live more happily therein by strengthening family life. It offers them help by casework in emotional problems, with agency and community resources, and in their planning for themselves.

According to this study one fourth (25.3 per cent) of them come with troubles about getting along with the people near to them. For services in connection with adoption and placement of children the agency's service was requested in 36.7 per cent of the intake applications. Requests for Travelers Aid service and other specific planning amount to 17.8 per cent of the requests. Financial assistance was requested in 15.9 per cent of the cases and service to other agencies on summaries was given in 4.4 per cent. Behind these generalized classifications based on the client's expression of his need, there are many other problems not covered by the intake request which may later be revealed. The people of New Bedford realize that this agency offers a variety of services. There are two striking results of this

study here, that the requests for help with financial problems is not very large and the requests for help with emotional problems is the largest general classification according to the writer's appraisal.

Besides the people of New Bedford the social agencies and other organizations, such as, fraternal, municipal and others, have an understanding of the service of the Child and Family Service and suggest this agency to people for all services. Certain agencies, for instance, the S.P.C.C. make more referrals because of their service which correlates closely with the Child and Family Service. Some agencies as the Visiting Nurses Association and St. Luke's social service refer cases where their services may have ended but further casework from a community agency may be helpful. There are many points of interest in the classification of referral by requests. The agencies which work closely with the Child and Family Service are those of the Community Chest, the public agencies, and other public spirited organizations. These also use the Child and Family Service to serve the people of New Bedford. Besides the agencies located near and in New Bedford, there are many agencies located outside of Massachusetts and Rhode Island which contact the Child and Family Service concerning people in New Bedford. The Travelers Aid service further extends the knowledge of the agency. In all about half of the clients made self-applications without an acknowledged referral and the other half of the clients

were referred.

Services for all ages are considered by the public logical requests for this agency which supports the hope that the merged agency is understood by the community. People of all economic classes, of all races and creeds come here and come again. This truly in New Bedford includes a wide variety of people and troubles. Individuals as well as family groups are served.

The analysis of intake indicates the wide range of service requests and of knowledge of this agency. It also indicates that there is a close coordination of agency service, policy and community interpretation.

In this sample study it is shown in twelve different cases the casework situation and the points which this intake study took to examine in its analysis. It showed the initial request, the previous knowledge of the case if any, the referral if there were one, and the client as individualized in each case as a person or a family group of the City of New Bedford. It showed too some of the services rendered by the Child and Family Service. Although clients may not necessarily understand the meaning of casework, they may recognize and desire this way of helping since many of them return once and again. Situations at intake show temporary and long-term need, and all in the course of the person's meeting some life situation.

The Child and Family Service has policies of service

which are generalized in order to fit individual needs, which is the fundamental policy. Such an agency is needed in every community since many agencies with strict policies, either outlined by law or having some other definite limitations, are unable to help clients who fulfill some eligibility requirements and not others. The intake policy is to accept all applications for some service though it may be for information only. These policies in financial assistance and placement of children illustrate how this agency proceeds in relation to service, the client's needs, and the other agencies in New Bedford.

Throughout this study there were revealed some unmet needs although many in New Bedford are unmentioned herein. Many of these with enlargement of staff and facilities this agency could offer or further as a community need suitable for another agency. Necessarily much of these last three years has been absorbed by the process of merging the two agencies. The agency is active in its relations with other agencies in attempting to help clients.

This study has been successful in obtaining some knowledge through intake study of the way the community and its people consider the Child and Family Service. Through other studies and inclusion of some other services not shown in an intake study this subject could be investigated even further. This is the first study of this kind attempted

at the Child and Family Service, and it is hoped that it will help in any further consideration of the topic.

Approved,

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